

# **Narragansett Town Beach – Operations and Policies Report**

## **1.00 Background**

At the Town Council meeting of September 2, 2008 (Agenda Item 08-09-280), the Town Council directed the Town Manager (and staff) to prepare a report on the Town Beach operations and policies, with the report to include (at least) the following sub-topics:

- \* Capital improvements
- \* Recycling
- \* Smoking
- \* Resident and non-resident tax payer admission and parking options
- \* Building and grounds maintenance

As such, the following and attached information has been prepared.

Key issues to be discussed, and potential changes in policy are outlined in text boxes throughout this report.

## **2.00 Legal Authority- Policies and Procedures**

As with any Town of Narragansett function, the Town Council has the authority (as governed by Federal and State law, as may be applicable) to set policies and procedures for the Town Beach operations. Typically, Town Councils have set broad policies, leaving the development of working procedures and day-to-day administrative matters to the beach staff (within the Department of Parks & Recreation). These policies are usually set by ordinance – attached please find an excerpt

from the current Code of Ordinances, Chapter 82 “Waterways”, Article II *Beaches* relative to the existing overall policies (Exhibit 1) that are currently in place.

## **3.00 Physical Facilities – Capital Improvements**

In order to fully understand and appreciate the various parking, admission, and usage policies, it is first necessary to review the actual physical facilities that are in place to support same.

Beach properties include the South Pavilion, North Pavilion, Clubhouse, Cabanas, parking areas, and the beach itself. Following the engineering and architectural adage of “form follows function” commentary has been included within this section as to the use of each structure, in addition to the physical attributes, especially as said use may relate to the rental policies and procedures. The following provides a brief description of each:

***South Pavilion*** – This building was constructed in 1990. It is ADA and building code-compliant, and was designed (at that time) to meet the flood zone building requirements

that were in effect (including a deep concrete footing and piling substructure, and a concrete deck). The debt service on this building (the only Beach facility with any debt service) will be fully retired in FY 2009-10.

Under contract with the Town, Abcore Restoration Co. Inc. has prepared (April 2008) a report detailing short and long term repairs necessary for this building to continue in its current role. The first phase of these repairs was approved by the Town Council in May 2008 (fencing, ceiling repairs, and window replacements, at a cost of \$56,325.00). The remaining items include those that you would expect after twenty (20) years of salt air exposure; replacement roof, replacement exterior wall shingles and trim, replacement roll-up doors and man doors, replacement railings and posts, and painting. The estimated cost of this balance of work (April 2008 dollars) is \$313,035.00. It is expected that the FY 2009-10 capital improvement program will include a request for funding for most, if not all of these remaining items, using a combination of fund reserves and new appropriations.

The South Pavilion includes men's and women's restrooms, administration\office space for pass sales, a second floor lifeguard observation and equipment storage area, and 218 seasonal rental lockers. There is currently a waiting list to rent a locker at this facility (28 residents, 213 non-residents). A concession area is also located in this building (operated by a private vendor under contract with the Town).

***North Pavilion*** – This building was constructed in the 1950's, and is a wood frame structure on wooden pilings. The building is in fair condition; operable, but in some ways at or near the end of its useful life. Portions of the partition panels are asbestos; non-hazardous in their current condition, but expensive to work with and/or dispose of.

The North Pavilion includes 282 seasonal rental changing rooms, 125 with individual showers. There is currently a waiting list to rent a changing room at this facility (70 residents, 203 non-residents). There are also general public showers, and a small administration space that is used primarily for maintenance activities. A concession area is located in this building (operated by a private vendor under contract with the Town).

The Town should undertake a review of the demand for the services specifically offered at this building (seasonal rental changing rooms) and develop a long-range plan for the replacement of this facility. It is reasonable to anticipate that this building will not function for us for many more years.

***Clubhouse*** – The Beach Clubhouse is a wood frame structure on wooden pilings that originally dates back to the early 1960's. Extensive renovations were made to this building (interior and exterior) in 1990, and the large outside deck was expanded in 2004. The building is in good operating condition, although there are a number of small to medium range capital improvements needed (i.e. new range hood in the catering kitchen).

The Clubhouse is a popular rental facility, booked for weddings, parties, and other social events. The State fire code limits the occupancy of this building (including support staff,

caterers, band members, etc.) to 117. Based on the rental demand history (185 events in 2008 through 12/30/08), it is reasonable to anticipate that this type of rental facility on the beach will continue to be a part of our beach operations. A comprehensive building condition review similar to what was done in April 2008 for the South Pavilion should be prepared in order to establish a capital improvement strategy for this building. In addition, from an operational standpoint, the Town Council will be asked to consider (as part of this policy review) the issue of alcohol consumption at the Clubhouse (see Section 6.00 of this report).

***Cabanas*** – There are three (3) cabana buildings at the north end of the beach, consisting of 84 seasonal rental units (42 two-sided units). Two (2) of the buildings were constructed in 1992; the third dates back to the early 1960's. The newer units are elevated above the flood zone designation; the older building is not. All of the buildings are wood-frame, on wooden pilings.

Operationally, the Cabanas continue to be a popular part of the beach, and there is a long (i.e. many years) waiting list to rent a cabana unit (115 residents, 132 non-residents). Part of the attraction to renting a cabana unit is that the lessee receives a numbered guaranteed parking space, something not offered with any other seasonal rental package at the other facilities.

The Cabana units are generally in good condition, although the older unit should be evaluated for its long term worthiness.

***Parking Areas*** – The Beach properties include the following parking areas:

South Lot	245 spaces; paved, in fair condition.
North Lot	626 spaces; paved, in fair condition.
Cabana Lot	112 spaces (to be re-striped to 98 spaces); paved, in fair condition.
West Lot	240 spaces (depending on parking efficiency); gravel, in good condition.
Employee Lot	60 spaces; gravel, in good condition.

See also Section 8 of this report as to the significance of these numbers with respect to parking passes.

It should be noted that the description of the parking lot conditions as “fair” or “good” is relative to their seasonal use function. None of the lots have been constructed in accordance with generally accepted standards for traditional municipal parking lots. There is no positive drainage network, nor are there any compacted gravel sub base and base courses, or traditional asphalt binder and top courses.

There is obviously a question of economics here – the cost to reconstruct these facilities in a traditional manner would be significant, especially for a facility that sees the bulk of its activity in a short, focused season. Previous parking lot improvement projects have been limited in scope to shallow overlayments and chip sealing, none of which are designed for a long life cycle.

In looking at parking lot construction\reconstruction options for the beach, the Engineering Department has recently prepared cost estimates for the two (2) major lots (North Lot and South Lot) based on a porous pavement process, designed to improve water quality in the Canonchet Pond watershed area. On September 4, 2008, a grant application was submitted to the State under the 2008 RIDEM Bay and Watershed Restoration Grant Program for funding assistance. The expected cost to reconstruct both lots based on a porous pavement process, with attendant water quality improvements, is \$1.9 million, of which \$1.43 million is expected to be grant-eligible, and the balance of approximately \$477,000 from local funds. This is admittedly a high-end approach to reconstructing these lots, but also represents a longer-term approach than has ever been taken before. The Engineering Department has also prepared a comparison estimate, based on conventional full-dept reconstruction (without the porous pavement or water quality improvements), totaling \$576,000. As can be seen, this is more than our matching share would be if our grant request is approved. Other options include the “do nothing” alternative, or continuing to just patch holes and occasionally try to seal over what little pavement is left.

#### **Section 4.00 Recycling and Trash Disposal**

In general, trash pick-up and disposal at the Town Beach is handled under two (2) contracts with private vendors. The scope of work under the first contract includes daily pick-up of loose trash in all areas, and dumping the barrels on the beach into the large dumpster. A second contract with another private vendor is for dumpster service. We have found that these two (2) contracts typically draw different types of vendors, so there is no efficiency or economy of scale in combining them.

As noted above, there are two (2) distinct contracts dealing with trash removal and disposal. More specifically, the daily pick-up contract was last bid in 2006, and covered the 2006 and 2007 seasons, with an option to renew for the 2008 season (which the Town exercised). The contract includes manual cleaning of the grounds (trash and litter pick-up) and emptying of Town-provided trash barrels (approximately 115, but up to 150) throughout the beach, parking lots, Casino and Veteran’s Park, and seawall areas on a daily basis, prior to 8:00 AM. This is obviously a labor-intensive process. The vendor must supply all labor and vehicles necessary for this work. The trash that is picked up under this contract is placed in four (4) dumpsters that the Town provides in central locations. We will be preparing new bidding documents for this contract shortly.

The second related contract is purely for dumpster service. This particular contract was recently bid out and awarded for the following term (November 2008 – June 2010).

We are pursuing the development of a recycling program for the beach areas. I envision that this will include recycling bins for paper and plastic. Any reduction in trash either on the grounds or in the barrels will be tied to the success of the recycling program. I do not see us reducing the number of barrels, or cutting back on the daily requirement to “police” the grounds and empty the barrels. A clean beach is absolutely critical to our success in managing the beach operations. With respect to a reduction in dumpster loads, the volume removed by recycling may lead to smaller dumpsters (this would take at least

a full season to evaluate), but would not reduce the frequency of dumpster loads that are hauled out. For obvious sanitary reasons (noting that the dumpsters contain food wastes), these dumpsters cannot sit full in the summer weather for long periods of time.

In order to implement a recycling program at the beach, we will need to reference same within the bidding documents for the first related contract referenced above. We will either need to purchase recycling bins on our own, or require that the vendor furnish them under this contract. Depending on the amount of recyclable material collected, we may opt to transport same to the Rose Hill Regional Transfer Station with our own employees and trucks, as we are currently doing for Town Hall and other Town buildings. This may reduce the size (but not the frequency of service) of the overall trash dumpster that is serviced by the second vendor.

### **Section 5.00 Smoking**

Under the current Code of Ordinances, the Town does not regulate smoking at the Town Beach. Section 46-9 of our Code only prohibits outdoor smoking at youth events at town recreational facilities. The State Department of Health promulgated regulations (23-20.10; amended August 2005) that prohibit smoking in public places, defined further as “enclosed areas”. They also published a recommendation (not a regulation) that smoking be prohibited within fifty (50) feet of a public building - the regulation allows for the designation of an outside smoking area, but also noted that the area must be situated in such a way as to not allow the smoke to migrate into the building (hence the fifty (50) foot recommended separation).

In 2007, through the efforts of the State Representative Peter Lewiss from Westerly, the State Beaches adopted a voluntary “no smoking” policy for all state beaches as part of an overall initiative to keep the beaches clean, healthy, and safe. As a voluntary policy, there is no strict enforcement component. Based on comments that we have heard from State officials, this campaign, which included advertisements, posters, and public announcements at each facility, received mixed reviews from patrons at state beaches. The mixed reviews range from patrons who wish to see the policy made mandatory, rather than voluntary, to frustrations of the facility staff being asked to enforce a voluntary policy.

If the Town Council were to so choose, we could adopt a similar program (by resolution or ordinance). Enforcement of anything but a voluntary program would be logistically difficult.

Also, a mandatory program implies some form of punishment for non-compliance. This would contribute to the logistical problem (empowering seasonal beach attendants with some form of enforcement authority).

For the most part, representatives of RIDEM have agreed that most beachgoers will abide by the policy, even if it is voluntary. At each facility, staff members make regular public announcements through the day concerning policy, as follows: “ *This summer, Rhode Island’s state beaches are going “Smoke Free”. The RI Department of Environmental Management and the RI Department of health are taking this step to protect children and*

*wildlife from nicotine poisoning and to curb litter on our beaches. We ask for your cooperation in keeping our beaches clean, healthy, safe and smoke free.”*

Attached as additional information is the July 2007 News Release as published by RIDEM (Exhibit 2).

### **Section 6.00 Alcohol Consumption**

With the exception of the Clubhouse premises, and under certain regulated conditions only, the possession and/or consumption of alcohol is prohibited at the Town Beach. Attached as Exhibit 3 please find a memorandum that had been sent to the previous Town Council on this matter. It was anticipated that this topic would be addressed during the off-season beach policies and procedures review. As noted, there are several fundamental issues to consider – should alcohol be allowed outside of the Clubhouse building proper, and can an entity that rents the Clubhouse also “rent” a portion of the beach and serve alcohol there as well. The staff would recommend caution on this issue; unless a policy can be crafted that defensibly limits a proposed expansion of the alcohol rules to certain specific categories, we could be changing the character of the beach from a family orientation to more of a party destination.

### **Section 7.00 Finances**

The Narragansett Town Beach operates as an Enterprise Fund, wherein direct revenues are used to support all operational and capital costs. No General Fund (i.e. property tax) revenue flows into this account; enterprise income actually flows out of this fund into the General Fund in the form of “payment in lieu of property taxes” and “administration fees” (to cover general administration procedures; i.e. payroll). The Beach Enterprise Fund is audited each year as part of the general Town audit. The fund balance (defined for this purpose as the difference between assets and liabilities) is healthy (see attached Exhibit 4).

Also attached please find as Exhibit 5 a spreadsheet summary of beach revenues and expenses since 2005. The 2008 figures are unaudited as to the date of this report, and should be treated as estimates only at this time. As can be seen, the major revenue sources for the Beach Fund include daily walk-on fees, daily parking fees, seasonal admission passes, and seasonal parking passes.

### **Section 8.00 Transactions (Admission and Parking)**

All transactions for seasonal beach buttons/parking passes are conducted at the sales office at the South Pavilion beginning, for the 2009 season May 11th to May 22<sup>nd</sup>, daily from 10:00 a.m. – 6:00 p.m., and then from Memorial Day to Labor Day 8:30 a.m. – 6:00 p.m.

All transactions for seasonal passes require the applicant to complete either a resident or non-resident form for passes. Transactions are by cash or check only. All transactions are monitored by sales staff and entered in computers and cash registers.

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At the completion of the day, a daily sales office worksheet is completed and verified by more than one (1) person and deposited in the Bank of America drop box by the Beach Manager. Copies of the daily sales office worksheet are delivered to the Parks and Recreation office daily with a copy of the deposit slip and the adding machine receipt tape for accounting purposes and then verified with the accounting office after matching up with the bank deposit slips at Bank of America.

### 8.01 Seasonal buttons

Season admission passes (in the form of “buttons”) fall into two (2) categories, with several sub-categories as follows:

*Resident*

*Senior, Adult, or Youth*

*Non-Resident*

*Senior, Adult, or Youth*

Seasonal buttons are available to residents with proper documentation at the sales office only. Non-residents need only to fill out the non-resident form and pay the non-resident rate.

Residents are limited to one (1) seasonal button per person at the resident rate. However, they may purchase an unlimited number of buttons at the non-resident rate. Non-residents are not limited to the number of seasonal buttons they could purchase (at the non-resident rate).

2008 Rates for residents: Youth (12-17) and seniors (62 & up) \$10; Adults (18-61) \$20

2008 Rates for non-residents: Youth (12-17) and seniors (62 & up) \$20; Adults (18-61) \$40

### ***Key Issue***

Individuals owning more than one (1) property try to purchase more than one (1) resident button. This requires careful oversight and checking of residential records at the sales office.

### **Recommendations for Seasonal Beach Button Fees**

Currently, we issue three (3) buttons for Youths, Adults, and Seniors.

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We recommend:

a pass for youth/adults	\$20 residents	\$40 non-residents
a free resident senior pass	No charge	
a non-resident senior	\$25	

*According to the Ordinance in the Narragansett Code under Waterways – Article II, Beaches Division 2 Sec. 82-43 “Fee” (b) All residents of the town 62 years of age or older shall be issued an annual pass without charge to the town beach.*

Rationale behind the recommendations indicates the number of non-resident youths (1566) last season, which primarily makes up a significant number of additional drivers in the 16 and 17 year old category. In addition, we would lose revenue from resident seniors.

### 8.02 Seasonal parking passes

Available to residents with proper documentation at the sales office only.

Non-residents are not eligible for seasonal parking passes.

All seasonal passes were affixed on windshield by staff at the time of purchase. This was a new administrative policy for 2008, to help insure against fraud. We have had instances of seasonal parking passes being scanned into a PC, digitally altered, and in one (1) case, duplicated and sold.

The North parking lot is reserved for seasonal parking passes and facility holders. This lot includes 626 parking spaces. The South parking lot is reserved for seasonal passes, facility holders, and daily non-resident passes. This lot includes 245 parking spaces. For the 2008 season, 2,936 seasonal parking passes were sold. As such, even with the current policy that restricts seasonal parking passes to residents (and does not include non-resident tax payers), we oversold the North and South Lots (871) parking capacity by a factor of more than 3 to 1. This is not unusual with a seasonal, weather-dependant operation like a beach, but it must be kept in mind if our parking policies are to be changed.

Price of seasonal parking: \$40



**answered - Resident \ Taxpayer**

currently in Code of Ordinances; 82-41) means any person  
residence in town.

Under 82-41, this means any person owning property and  
pays taxes of at least \$250.00 to the town. This is inconsistent  
policy adopted by the Town Council in 2006 (see attached

- Need consensus and policy\ordinance as to resident status v. taxpayer status.
- Is a resident someone who must “reside” in town (12) twelve months of the year? See attached Exhibit 7.
- Is a resident someone who only “leases/rents” (12) twelve months of the year?
- Is a person who owns a business in town considered a “resident”?
- Is a taxpayer whose primary residence is out of state, and does not lease their property eligible for a resident parking/access pass?
- Is a taxpayer whose primary residence is out of town, who rents their property 9 months and lives at the property 3 months eligible for a resident parking/access pass?
- How do we classify a person whose primary residence is out of town, and rents their property year round?

8.02 (a) Replacement passes

Available to any pass holder with any part of the sticker remaining at \$5.00. Without any part of the sticker, the replacement cost is \$60.00.

8.03 Daily Admissions

Available to any person, 12 or older, wishing to gain entrance without a seasonal pass or facility card for the price of \$5.00.

Points of sales include the South Pavilion entrance adjacent to the sales office, the North Pavilion entrance, and the Cabana Lot (limited).

Managers monitor points of sales routinely for large amounts of cash and large denomination bills and return all cash pick ups to the locked safe room in the sales office. As wristbands are distributed to the points of sales throughout the day, managers record the number of wristbands in return of money. At the conclusion of the day, the manager totals all wristband sales and adds it to the daily admission bag log. This total is then added to the Daily Parking totals on a Daily receipt and Office Deposit Log.

8.04 Daily Parking

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Weekdays - Daily parking is available in the South Lot and the West Lot Monday through Friday for non-residents or any resident who has not purchased a seasonal parking passes, at the daily rate of \$8.00. Maximum total number of available parking spaces is 485 (both lots).

Weekends\Holidays - Parking is available in the West Lot (240 spaces) on weekends and holidays for non-residents or any resident who has not purchased a seasonal parking passes, at the daily weekend\holiday rate of \$10.00. There were times, however, on Saturday afternoons (depending on space availability) that we did open up the South Lot (245 spaces) for parking at the \$10.00 rate. This is an opportunity to generate some additional, unexpected revenue, but does give the resident parking pass holders and facility holders an opportunity to park in that lot first (in the morning). This practice is admittedly a double-edged sword – we have received complaints that we are not capitalizing on revenue by having a half-empty parking lot on a Saturday afternoon (as the South Lot is customarily only open to facility holders and pass holders), and we in turn receive complaints from pass holders that we allow daily parking in “their” reserved lot...

Procedures - Attendants have stamped and color-coded parking pass booklets, with the passes to be displayed on the car’s dashboard. The parking tickets are numbered and dated by month for accounting purposes. Managers monitor points of sales routinely for large amounts of cash and large denomination bills and return all cash pick ups to the locked safe room in the sales office.

As booklets of passes are sold at the booths in the lots throughout the day, managers record the number of passes sold and match it with money collected. At the conclusion of the day, the manager totals all the daily parking sales and adds it to the daily admission bag log. This total is then added to the Daily Admission totals on a Daily receipt and Office Deposit Log.

The closing Manager the prepares a deposit slip for the Parks and Recreation Office and encloses the money in a Bank of America deposit bag nightly along with the Sales Office Deposit.

A certain (limited) amount of money is left on the premises in a locked safe in a secure room for start-up purposes for the next business day.

### **Key Issue – Parking and Admission Passes**

There is currently no specific Town ordinance procedure that deals with fraudulently obtaining a beach parking or admission pass. Over the past two (2) summers, we have caught a number of

### **Section 9.00 Procedures (Admission and Parking)**

See attached Exhibits 6 and 7 for additional background information.

### **Resident/Non-resident Passes (Buttons) and Resident Parking passes**

What we use for proof of residence

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**Step 1** – Check address on property tax roll for Narragansett residential property to see if the property is listed to the individual and property is taxed at \$250.00.

**Step 2** - Ask for identification which includes:

Valid driver's license, or

Valid State I.D., or

Valid Narragansett High School I.D.

**Step 3** – Car registration with a Narragansett address

**Or**

Car registration with an Out of State License must match tax roll information.

### Year Round Rentals

What we use for proof year round rentals

**Step 1** A copy of a 12 month lease

**Exceptions:** In some instances a person who had a 9 month lease coupled with a 3 month lease which made up a combined, continuous 12 month lease was accepted.

**Step 2** Car registration, license and lease must match lease address

**Exceptions:** College students living in the area throughout the year must conform to steps 1, 3, and 4.

**Step 3** Lease address must be listed in rental property book.

**Exceptions:** When a bona fide lease is shown, 2 utility bills must match the leased address. A car registration or license that matches the address can be used as well.

**Exceptions:** After reviewing the lease agreement and documentation, all the information shows proof of residence, and appears in the rental property book with the town, we allow the individual to purchase a button/parking pass and forward the information to the Building Inspector's office for potential violators of the rental property ordinance.

**Step 4** Bills or documentation tying renter to lease address.

**Examples:** Utility bills, cell phones, bank statement, IRS forms

### Parking Passes for Leased Cars

**Step 1** Must present valid driver's license with Narragansett property address

**Step 2** Car registration must match driver's license with Narragansett property address or show the leasing company information.

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**Exceptions:** If leasing company information is on the registration, then we require the insurance card with the applicant's name on it for verification.

### Parking Passes for Company Cars

- Step 1** Must present valid driver's license with Narragansett property address
- Step 2** Applicant must provide an affidavit signed by an officer of the company or a representative of a leasing company, if the company car is leased, notarizing that the applicant is the principal operator of the vehicle in question.

### Parking Passes for Dealer Plates

- Step 1** Must present valid driver's license with Narragansett property address
- Step 2** Must provide proof of ownership for the dealership.
- Step 3** Applicant is permitted the use of two separate vehicles and must have stickers to match plates and permanently affixed to the windshield.

### Temporary Passes for Vehicles Needing Repairs

- Step 1** Check records to see if vehicle is actually registered with beach.
- Step 2** Provide temporary pass for length of days in service – no longer than 7 days.

## **Section 10.00 Staffing**

### **10.01 Beach Staff (2008) (exclusive of lifeguards and CSO's)**

1 Beach Manager  
2 Pavilion Managers  
6 Assistant Managers  
1 Sales Office Manager  
6 Sales Office Clerks  
14 Attendant Supervisors  
82 Attendants

See attached Exhibit 8 for 2008 staffing distribution and assignments. A common question raised is the specific assignment of attendants – see below:

#### **Areas assigned to attendants:**

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Seawall Gate	2 attendants and a supervisor, sometimes a 3 <sup>rd</sup> to watch “jumpers” at the seawall.
South Gate	2 attendants
South Lot Booth	2 attendants and a supervisor
South Admissions	4 attendants (2 collecting and 2 attaching wristbands)

Employee Lot	1 attendant
Lockers at the South Pavilion	1 attendant
North Gate at the South Pavilion	1 attendant
North Lot Booth	2 attendants and a supervisor
North Admissions	2 attendants
Keys at North Pavilion	1-2 attendants depending upon day (weather permitting)
Cabana Lot Booth	1-2 attendants and a supervisor
West Lot Booth	2 attendants and a supervisor w/ 4-5 attendants in the lot

It should be noted that the attendants are our “first line of defense” and also our eyes and ears for many things that happen at the Beach. It is the attendants that notice fraudulent parking passes, and have to deal with customers in vehicles that don’t understand (or don’t want to understand) the parking rules and regulations necessary for an orderly beach operation.

### **10.02 Lifeguards**

1 Waterfront Director  
4 Lifeguard Captains  
4 Assistant Lifeguard Captains  
37 Lifeguards

There has been a concerted effort to attract extremely qualified and competent surf lifeguards over the years at Narragansett Town Beach. Their primary duties include the safety of its patrons in and around the water from Memorial Day to Labor Day. Previous administrations have hired only “full-time” lifeguards, which resulted in extremely large amounts of overtime to cover the Beach. Over the past three seasons, we have hired “seasoned” lifeguards part-time to fill in especially on weekends and late in the season. This protects our beach longer throughout the season when traditionally lifeguards start to return to college (i.e. August). Also, it allows us to recruit guards who are certified and are returning to URI or local colleges to fill in at the end of the season. In the past three seasons, we have gained several lifeguards who used to lifeguard full-time at our Beach or other state beaches, and who now are working full-time in another line of business but want to stay active as a part-time lifeguard with us. This past year included two part-time lifeguards with ten years experience or more who are full-time firefighters/EMT’s in other communities.

There are typically two “main shifts” for lifeguards; 8:00 a.m. – 4:00 p.m. and 10:00 a.m. – 6:00 p.m.; occasionally we add 4 lifeguards to a 10:00 a.m. -2:00 p.m. shift depending on weather and surf conditions. Our Beach is required by the State to have 14 lifeguards

on duty during the week and 17 lifeguards on duty on the weekends. However, the management for the Beach has always supported the idea of having more than what is required to adequately protect the beach during the 60-plus days of operation.

Management of the waterfront takes an active role in making sure that the Beach staff/lifeguards are prepared for any and all situations throughout the season.

These lifeguards go through a rigorous training/workout schedule daily with the help of the Waterfront Director and Lifeguard Captains. As an aside, these lifeguards also compete in both the State and Regional Lifeguard competitions (in which they annually perform very well in), all the while still protecting our beach during those competitions. The lifeguard staff is generally regarded as the best in the State and we go a long way to try to recruit lifeguards who can continue that tradition.

For the 2008 season, we added a new piece of safety equipment to the beach - a jet ski. This jet ski was leased from Narragansett Pier Dive Shop on an as-needed basis during a stretch of bad weather which resulted in a string of major rescues. Without this piece of equipment, some of those rescues could have met a different fate. We are also in the process of purchasing an ATV “gator” for assists to the mouth of the river. This would be used by Beach and Public Safety (Police and Fire) personnel for sand access.

**Recommendations for safety equipment:**

- Lease a jet-ski for surf rescues, operated by lifeguard captains during “rough surf condition” days.
- Upgrade lifeguard chairs

See attached Exhibit 9 for Lifeguard Handbook

### **10.03 Community Service Officers**

In concert with the Narragansett Police Department, the Beach utilizes seasonal Community Service Officers (CSO’s) to patrol the Beach and parking lot areas. These

employees are not Police officers, but are supervised by the Police Department and are equipped with radios to contact patrol officers as needed. They can issue parking tickets, assist with crowd control during beach-related emergencies, and check for glass containers within coolers. This separation of powers between the customary beach operations personnel and the more security-oriented tasks that the CSO’s perform is appropriate and efficient. The Beach Fund pays for the CSO costs via a Town Council – approved transfer at the end of each beach season.

### **Section 11 Standard Operating Procedures**

See attached Exhibit 9 for a detailed report on the standard operating procedures for each facility.

### **Section 12 2009 General Information and Schedule of Operations**

#### **12.01 Review of lease policies for facilities**

The attached information (Exhibit 10) is put in a booklet format relative to the leasing policies for Cabanas, Changing Rooms in the North Pavilion and the Lockers for the South Pavilion. Also in the booklet is the information on general beach policies, fees, and scheduling.

These facilities are managed through a yearly review of lessees and waiting lists. In January of each year, the department forwards a proposed rate schedule to the Town Council for facilities rentals, parking, and beach passes for the upcoming season. After the rates are set, the department sends out renewal applications for the 84 cabanas, 282 changing rooms, and 222 lockers. This process is very difficult to manage, as previous lessees are slow to return responses and, in the past, any attempt to put in strict deadlines has run into complaints from lessees claiming that they did not receive renewal information. We have considered sending out all renewals via certified mail; however, that would be cost-prohibitive.

This information was first put in a booklet form two (2) years ago and has been well-received by facility lessees. Keep in mind that each booklet is sent only out to the principal lessee, and not their guests.

### **Section 13.00 Summary**

After reviewing all of the information herein, the fundamental issues would seem to be represented as follows (*staff recommendations in italics*):

- Policy decision on resident tax payer vs. non-resident tax payer rights in terms of admission and parking passes  
*The staff has no preconceived notions about this policy. It is a decision as to whether or not a tax payer who is not bona fide resident should be entitled to purchase both a seasonal admission pass and seasonal parking pass, and at what rate. We can administer the policy either way. Note the danger of further overselling of available parking spaces (see Section 8.02 of this report).*
- Cabana parking (84 Cabana units; 98 spaces; parking for Clubhouse events)  
*Prior policies gave cabana holders the ability to purchase additional parking passes and park in the Cabana Lot. The current policy restricts the actual parking for the primary pass to the Cabana Lot, but moves other Cabana parking to the North Lot. The growing success of the Clubhouse as a rental venue (185 events in 2008) demands that we reserve some parking for the renting parties and the service industries for each event. The staff does not believe that it is a significant hardship for the Cabana guests to park in the North Lot.*

## Narragansett Town beach – Operations and Policies Report

- Smoking policy  
*The staff believes that we can incorporate a voluntary policy similar to the State's policy at the Town Beach, with a reasonable degree of success.*
- Alcoholic beverage \ “rental” of beach are policies  
*The staff believes that alcoholic beverages should remain within the premises as currently described in the Code of Ordinances. Expanding same to the beach proper would be a deviation from our family beach atmosphere and lead to additional enforcement problems.*  
*We also believe that the beach itself should not be for “rent” as part of the facility. The actual rental should be confined to the building premises. In both instances, it is clear that certain events may have outgrown the Clubhouse as an appropriate venue.*  
*Obviously, should the Council so differ, we will craft and implement the necessary procedures to manage the Beach under both of these scenarios.*
- Recycling policy  
*We will implement a recycling program for the 2009 season, focusing on cans and plastic bottles (glass is not allowed on the beach).*
- Fees  
*We will need to set a fee schedule for the 2009 season (see Section 8.01).*

### List of Exhibits:

<u>Number</u>	<u>Corresponding Section</u>	<u>Description</u>
1	2	Excerpt from Code of Ordinances
2	5	RIDEM No Smoking Literature
3	6	Liquor License memo
4	7	Enterprise Fund Balance Sheet
5	7	Revenue and Expense Spreadsheet
6	9	January 2006 Policy on Leasing
7	9	Beach Policy, circa 1987-88
8	10	Staffing totals 2008
9	11	Beach Standard Operating Procedures
10	12	General Information\Schedule of Operations